



Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact support@jstor.org.

STATISTICS OF CRIME AND CRIMINALS¹.

(REPORT OF THE COMMITTEE OF THE AMERICAN
PRISON ASSOCIATION.)

FREDERICK L. HOFFMAN, Chairman.²

INTRODUCTION.

There has been no opportunity for the Committee to meet and discuss the plan and scope of an original study and thorough reconsideration of the entire question of adequate, trustworthy and uniform statistics of crime and criminals for the United States or any considerable contiguous and representative section thereof. The burden of the work has, therefore, fallen upon the Chairman, who, without much special qualification for this duty, has thought it necessary to bring together such data and observations as seemed suitable for the present purpose. The distinction between statistics of crime and statistics of criminals is fairly well maintained throughout what follows, but this has not always been adhered to nor considered advisable. The urgency of a qualified inquiry into this subject cannot be questioned by anyone even superficially familiar with it, in view of the enormous economic burden of crime and the deplorable moral aspect of the criminal tendencies of the age.

GENERAL OBSERVATIONS.

What is meant by crime and criminals depends largely upon the point of view. In the legal sense of the term a crime is "An act committed or omitted in violation of a public law forbidding or commanding it." Another definition according to the same authority (Bouvier's Law Dictionary), is that a crime is "A wrong which the Government notices as injurious to the public and punishes in what is called a criminal proceeding in its own name." Statistics of crime in this sense are statistics of judicial procedures, in conformity to the statutory provisions of the criminal code. Since the laws vary in the several States and Territories, it is self-evident that no absolutely uniform statistics can be had. The provisions of law regarding crime and its punishment are, however, in the main sufficiently uniform

¹Read before the American Prison Association, Oakland, Cal., Oct., 1915.

²Statistician, Prudential Life Insurance Co., Newark, N. J.

throughout at least the continental United States, to preclude the possibility of very serious errors in at least a tentative effort to determine with approximate degree the criminal tendencies of one period of time compared with another. In the strict sense of the term, a crime is a crime whether committed under a Federal, or a State, or a Municipal statute. Crimes against the person are, in the main, punished with a fair degree of similarity, but there are wide variations in the punishment of crimes against property or in the statutory provisions regarding them. As has been observed in this connection with regard to some offenses, "such as murder, rape, arson, burglary, and larceny, there is but one sentiment in all civilized countries, which is that of unqualified condemnation. With regard to others, such as adultery, polygamy, and drunkenness, in some communities they are regarded as *mala in se*; while in others they are not even *mala prohibita*. Even as regards the first group of crimes there are important differences in legal procedure, for it is quite evident, upon even superficial consideration, that the crime of arson is much more generally and drastically punished on the Continent of Europe than in the United States; and the crime of rape is differently considered whether it is perpetrated against a person of the same race or against a person of another. Even the so-called "unwritten law" affects the punishment of crime in certain sections, for a number of cases occur annually where a verdict of not guilty is rendered in one section of the country which would unquestionably amount to a conviction in another.

Statistics of crime are not necessarily the equivalent of statistics of punishments. For illustration, the death penalty in the United States is in force in some States and not in others. The penalty lies against quite a number of crimes in some States, and against only a few in others. Train-wrecking, for illustration, is punishable by death in California, just as rape is in Kentucky and Virginia, and arson in Alabama, Delaware, Georgia, and Maryland. In some States there are three degrees of murder, and in others only two. Crimes may be classified, therefore, according to their nature or according to the degree of punishment. A classification of crimes in conformity to American legal conceptions is given in Bouvier's Law Dictionary, p. 478, part 1, and appended in full to this report.

Statistics of criminals have to do with the person committing the crime and all that has reference to the individual characteristics of the same, and the environment or other external circumstances having a bearing upon the offense committed, its punishment, and its possible prevention and control. The common statistics of criminals

are extremely elementary, including only the sex and perhaps the age of the person. More elaborate data include the race or nativity, duration of residence in the community, the occupation, the conjugal condition, etc. Still more elaborate statistical inquiries include the family circumstances, the wages earned, the habits, the previous criminal record, the health, and even the physique. Such investigations as have been made by Lombroso on Italian convicts, and by Goring on English convicts, illustrate the possibilities of combining anthropological research with investigations into the causes or conditioning circumstances of crime. In any and all of these studies the factor of correlation becomes extremely involved when the same is extended much beyond the simplest elementary consideration. For all general purposes it would seem best to adhere to a simplified statistical classification of crime and facts regarding the criminal's person, etc., but for specialized research into the more obscure yet possibly most important aspects of crime and its causes, elaborate methods are called for, and in fact are absolutely indispensable.

These introductory remarks are sufficient for the purpose of emphasizing the difficulties of a strictly scientific study of crimes and criminals, particularly in the case of States or municipalities for which the original records are of more or less doubtful value. Before such progress can be made in this country, as a first effort towards the elimination of the at present chaotic and confusing condition, there must be a thorough understanding of what has been achieved in older countries, with longer experience, and perhaps a better trained official prison staff, qualified, in a measure at least, to co-operate effectively in statistical research. It has, therefore, seemed appropriate for this occasion to bring to the attention of the American Prison Association the essentials of statistical presentation in the official reports for certain foreign countries, which, for the present purpose, may be considered decidedly in advance of the United States in the thorough understanding of the facts of crimes and criminals, and the observed tendencies towards an increase or decrease in criminal offenses, as the case may be. It may safely be asserted without the slightest fear of contradiction, that the lamentable conditions existing in this country, the vast amount of lawlessness, and the trend towards an aggravation of crimes against the person are primarily due to public ignorance of the facts and their most serious implications.

JUDICIAL STATISTICS OF ENGLAND AND WALES.

The judicial statistics of England and Wales are published in two parts— (1) Criminal Statistics, and (2) General Judicial Statistics.

The criminal statistics were revised and rearranged by a Departmental Committee, appointed by the Secretary of State in 1892, and the recommendations of the Committee were carried into effect in the statistics for the year 1893. They have, therefore, now been published in a uniform manner for twenty years, and the methods as well as the results are of special value to the United States on account of the similarity in judicial procedure, and in the main in the statutory provisions regarding the more important crimes and misdemeanors. The introductory portion of the report has to do with the "state of crime" during the twenty-year period, with the number of persons tried reduced to the proportion of 100,000 of population. The table below exhibits in a concise form the fluctuations in trials for indictable offenses, which, in the opinion of the officials in charge, "has been found to be, on the whole, the best criterion of the amount of criminality."

TABLE I.
CRIMINAL STATISTICS OF ENGLAND AND WALES.
NUMBER OF PERSONS TRIED, 1893-1912.

Year	Number of Persons Tried	Proportion per 100,000 Population	Year	Number of Persons Tried	Proportion per 100,000 Population
1893.....	57,357	192.7	1903.....	58,444	175.5
1894.....	56,281	187.0	1904.....	59,960	178.2
1895.....	50,818	166.9	1905.....	61,463	180.8
1896.....	50,679	164.5	1906.....	59,079	172.0
1897.....	50,736	162.8	1907.....	61,381	176.9
1898.....	52,524	166.6	1908.....	68,116	194.3
1899.....	50,494	158.4	1909.....	67,150	189.6
1900.....	53,628	166.3	1910.....	66,389	185.5
1901.....	55,453	170.0	1911.....	62,318	172.3
1902.....	57,068	173.2	1912.....	67,530	184.8

This table shows only the number of persons tried and not the number apprehended by the police, but it is held that the data substantially confirm the statistics of crimes known to the police, to which, however, less value is attached. It is furthermore argued in the report referred to that "Owing to changes in procedure and practice trustworthy conclusions as to the increase or decrease of crime cannot be based upon the figures of persons convicted or of persons imprisoned." This conclusion, of course, is debatable.

The classification of indictable offenses in England and Wales is given in six groups, as follows:

Class I—Offenses against the person; with 26 subgroups.

Class II—Offenses against property with violence; with 10 subgroups.

Class III—Offenses against property without violence; with 14 subgroups.

Class IV—Malicious injuries to property; with 8 subgroups.

Class V—Forgery and offenses against the currency; with 4 subgroups.

Class VI—Other offenses, not included in the foregoing; with 21 subgroups, making a total of 83 subdivisions, given in detail in the classification hereto attached, marked Appendix B.

All criminal statistics, according to the nature of the offenses, require re-classification according to the results of criminal procedure. The data for England and Wales for 1912, without reference to offenses, for the six groups of offenses, are given below:

TABLE II.
RESULT OF CRIMINAL PROCEEDINGS, ENGLAND AND WALES, 1912.

Number for trial:	CLASS:	I	II	III	IV	V	VI	Total
Males		1,180	670	1,075	123	298	216	3,662
Females		192	23	89	9	39	37	389
Total		1,472	693	1,164	132	337	253	4,051
Not tried:								
No prosecution		1	....	....	....	....	....	1
No bill		31	9	9	5	4	6	64
Found insane on arraignment.....		12	....	1	2	....	2	17
Acquitted		379	66	163	31	41	37	717
Special verdict of guilt, but insane....		24	....	....	....	....	1	25
Convicted and sentenced, etc.:								
Death		25	....	....	....	....	....	25
Penal servitude		142	97	70	18	53	6	386
Imprisonment		713	438	791	67	201	138	2,348
Borstal detention		11	30	36	3	11	1	92
Inebriate reformatory		3	....	....	....	....	....	3
Reformatory school
Fine		3	....	3	....	....	3	9
Recognizances <i>with</i> Probation Order	5	1	....	....	....	6
Recognizances <i>without</i> Probation Order		123	48	90	6	27	57	351
Otherwise disposed of.....		5	....	....	....	....	2	7
Total		1,025	618	991	94	292	207	3,227
Additional orders for:								
Preventive detention		3	16	8	1	4	....	32
Police supervision	1	....	....	....	1
Fine
Whipping or flogging.....		1	5	....	....	....	....	6
Recognizances		3	....	....	....	....	17	20
Additional indictments against the same persons:								
Offenses charged		151	239	471	14	223	46	1,144
Convictions		44	170	267	6	96	16	599
Further sentences imposed cumulatively.....		4	1	4	....	1	....	10
Aliens recommended for expulsion...		6	5	5	1	2	1	20

The table is self explanatory, but, of course, the details of the eighty-three sub-classifications require to be taken into account for a full understanding of the practical importance of the method of tabulation adopted in the English reports.

The classification of convictions by length of sentence is shown in the table following, the distinction being made as to imprisonment for periods under three years and penal servitude for periods over three years. This information also is given separately for the six groups, but the classification for the first three groups requires to be consulted in the original reports to bring out the practical value of the classification.

TABLE III.
RESULTS OF CRIMINAL PROCEEDINGS, ENGLAND AND WALES, 1912.
LENGTH OF SENTENCES.

CLASS:	I	II	III	IV	V	VI	Total
Penal Servitude:							
20 years.....	2	....	....	....	....	....	2
18 ".....	1	....	....	....	....	....	1
15 ".....	1	....	....	....	....	....	1
14 ".....	1	....	....	....	....	....	1
12 ".....	1	....	....	....	....	....	1
10 ".....	10	....	....	....	1	....	11
8 ".....	3	....	....	....	1	....	4
7 ".....	20	4	....	....	2	....	26
6 ".....	4	....	....	....	1	....	5
5½ ".....	....	....	....	....	....	....	....
5 ".....	37	18	12	5	15	....	87
4 ".....	10	5	7	....	4	....	26
3½ ".....	....	....	2	....	....	....	2
3 ".....	52	70	49	13	29	6	219
Total	142	97	70	18	53	6	386
Imprisonment:							
2 years and above 18 months.....	30	17	25	4	4	....	80
18 months and above 1 year.....	98	94	78	8	35	2	315
1 year and above 9 months.....	120	71	126	17	38	6	378
9 months and above 6 months.....	68	67	134	12	32	10	323
6 months and above 3 months.....	168	102	234	11	65	38	618
3 months and above 1 month.....	118	73	148	8	16	41	404
1 month and above 14 days.....	46	6	28	4	3	14	101
14 days and under.....	65	8	18	3	8	27	129
Total	713	438	791	67	201	138	2,348

The foregoing statistics have reference only to trials in Courts of Assize, but the returns are the same for trials in Courts of Quarter Sessions.

There is a supplementary classification for the Assize and Quarter Sessions Court combined, showing the sex and age of persons convicted, which, commencing with a group of ages under 14, continues with subdivision of ages 14-16, 16-21, 21-30, 30-40, 40-50, 50-60, and above 60.

It is apparently the practice to commence with the first year of the decade, that is, 31, 41, 51, 61, etc.

Convictions of persons convicted are classified (1) as to persons not previously convicted, and (2) persons previously convicted, subdivided into total, on indictment, and summarily only. The number of previous convictions are subdivided into 1, 2, 3, 4, 5, 6 to 10, 11 to 20, and above 20. Then there are two additional columns, for persons previously sentenced to penal servitude, and the number of cases in which previous conviction was proved in court for judicial purposes.

Most of the foregoing information is given separately for each county. Additional data are provided for appeals to Quarter Sessions from Courts of Summary Jurisdiction and for Juvenile Courts, for which the returns are differently classified according to indictable and non-indictable offenses, in a large number of sub-classifications to permit of a thorough analysis of the actual state of crime, and by comparison with previous years, of the criminal tendencies of the period. For all classes of offenses the comparative data are provided by single years and by periods of five years since 1893. It is shown, for illustration, that the average annual number of persons tried for murder was 65 during the five years ending with 1897, 63 during 1898-1902, 64 during 1903-1907, and 71 during 1908-1912. The average annual number of persons convicted of attempt to murder was 30 during the first period, 35 during the second, 33 during the third, 33 during the fourth. The average annual number of cases of rape was 173 during 1893-1897, 160 during 1898-1902, 129 during 1903-1907, and 104 during 1908-1912. These statistics require only to be mentioned as crude illustrations to emphasize the practical utility of the data in any and all efforts to thoroughly understand the problem of crime and its relation to moral and social reform. The statistics would seem in the main well adapted to American requirements, but they would have to be collected through some central agency in a strictly uniform and thoroughly trustworthy manner.

CRIMINAL STATISTICS OF CANADA.

The criminal statistics for Canada are published annually as an appendix to the report of the Minister of Trade and Commerce. The report is made up of (1) indictable offenses, and (2) summary convictions. Indictable offenses are divided into six classes, practically identical with the classification for England and Wales. It is explained that all cases tried by police and other magistrates under the acts

respecting "Speedy Trials" and "Summary Trials by Consent" are included within indictable offenses. The summary convictions represent the cases disposed of under authority of the "Act respecting summary proceedings before Justices of the Peace." The introduction to the report includes a considerable amount of comparative data, but largely limited to the year under review and the year preceding. The observations and report are of much interest as regards particular forms of crime and a tendency towards an increase in particular communities, or the relation of immigration to crime, as, for illustration, the fact that "out of the 23 persons convicted of murder in the several provinces of the Dominion during the year 1913, five only were born in Canada, as against 18 born in other countries;" and "out of the 29 persons found guilty of the attempt to commit murder, during the year, six only were returned as Canadian born, while 22 were born outside of Canada, and one 'not given.'" The Canadian statistics combine both the facts regarding criminals and crimes, including among other facts the occupations, the civil condition, the birth place, and the general as well as the educational status, age, and use of liquor, as well as residence of the person convicted of crime.

STATISTICS OF ENGLISH PRISONERS.

Statistics of English prisoners are contained in the report of the Commissioners of Prisons and the Directors of Convict Prisons. The table following gives, in abstract, the number of prisoners received under sentence during the year ended March 31, 1914, amounting, in the aggregate, to 151,603, against 160,023 during the previous year:

TABLE IV.

STATISTICS OF PRISONERS, ENGLAND AND WALES, 1913-1914.

	1913-14	1912-13
Sentenced by Ordinary Courts:		
(a) To Penal Servitude*.....	797	871
(b) To Imprisonment	135,140	149,522
(c) To Detention in Borstal Institution.....	487	571
Sentenced by Courts Martial:		
(a) To Penal Servitude	11	10
(b) To Imprisonment	263	288
Imprisoned as Debtors or on Civil Process.....	14,138	13,941
Imprisoned in Default of Sureties.....	767	820
Total	151,603	166,023

*Of these prisoners the number who also received a sentence of Preventive Detention was 59 in 1913-14, and 85 in 1912-13.

The table below will show the proportion per 100,000 of population, for each of the categories of convictions since 1899, but abbreviated for five-year periods as a matter of convenience:

TABLE V.
PRISON POPULATION OF ENGLAND AND WALES, 1899-1914.

Years	Population of England and Wales	Proportion per 100,000 of the Population of England and Wales				Total Receptions on Convictions
		Prisoners Received After Conviction on Indictment	Sen- tenced to Penal Servi- tude	Sentenced to Im- prison- ment, etc.	Prisoners Received on Summary Conviction	
1899-00.....	31,742,588	2.4	20.3	22.7	460.7	483.4
1903-04.....	33,378,338	3.0	22.9	25.9	543.0	568.9
1908-09.....	35,348,780	3.3	23.9	27.2	495.8	523.1
1913-14.....	36,919,339	2.2	18.8	21.0	348.5	369.5

According to this table there has been a decrease in the prison population, and the lowest point on record was attained during the year 1913-1914. It is explained that an attempt was made during the year to ascertain the number of individual prisoners incurring the 136,424 convictions represented by the returns for that year, and the inquiry brought out the fact that 19,666 males, or 19 per cent, and 10,715 females, or 32 per cent, were committed more than once during the year.

The supplementary tables show the age on conviction, and the number of previous convictions and their proportion to the total, according to sex, amplified by extended and apparently thoroughly well considered critical observations. There is also a table on prison punishments, subdivided (1) as to corporal punishment, and (2) prison offenses, this latter being subdivided as to violence, escapes, idleness, and other breaches of discipline.

Among additional interesting facts are the *medical statistics*, given in the appendix, and briefly summarized in the statement that the death rate in local prisons from natural causes was 0.55 per 1,000 prisoners received, the average for the previous 25 years being 0.50 per 1,000. The death rate from natural causes in convict prisons was 7.4 per 1,000 of the daily average population, as compared with 3.9 in the previous year, and 6.3 for the past 10 years. There are observations on the number of persons in local prisons found to be insane, the number of persons released from local prisons on medical grounds, the number of suicides in prisons, the number of feeble-minded prisoners, etc. These observations are amplified by a number of

exceptionally interesting tables, giving the number of deaths from fourteen specified causes or groups of causes, for each prison separately, and according to sex, together with the daily average number of prisoners during the year, and the total number of cases admitted to hospitals for sickness or observations. Finally, there is an exceptionally valuable list of "Particulars of the Death for each Prisoner who died in the Local, Convict, and Preventive Detention Prisons, and of Inmates of Borstal Institutions and of State Inebriate Reformatories during the year ended March 31, 1914." This list includes the name of the prison, the sex and number of the prisoner, the age at death, the date of reception in the local prison, length of sentence, date of conviction, date of death, cause of death as returned by the Medical Officer, the facts as to whether the disease originated before or after reception into the prison, the facts as to the general health of the prisoner on reception into the local prison, the number of former convictions, and the previous occupation. By means of this table, extending over a period of years, a large amount of useful information is brought together and made available for critical and original analysis.

A second volume of the report of the Commissioners of Prisons contains extracts from the reports by the Governor of each prison, the Chaplain, and the Medical Officer.

The English convict was made the study of a comprehensive statistical study by Charles Goring, M. D., Deputy Medical Officer of H. M. Prison, Parkhurst. The report was published in 1913, and the work at once has taken the rank of a classic on anthropology and anthropometric research into practically every involved and complex aspect of the entire problem of crime. How far it would be possible to introduce such precise methods of physical and anthropological observations into American prisons cannot be stated until a preliminary study has disclosed what has thus far been done to make the physical facts of prisoners a matter of record. There can be no question, however, in the opinion of the present Commissioner, "that the anthropometrical data presented in a series of tables are of great scientific value," and that "this praiseworthy work is an attempt to present an outline of conclusions reached by the application of the statistical method to the data furnished by inquiry as to the physical and mental conditions of convicts in English prisons." It may not be out of place to restate here the conclusion arrived at by Dr. Goring, and as restated in the report of the Commissioners of Prisons as their official opinion, that "these data, within the admitted limits of the

inquiry, pursued with remarkable patience and ability, points to the conclusion that there is not any significant relationship between crime, and what are popularly believed to be its "causes"—inherited stigma, poverty, neglect, illiteracy, etc. In other words, there are no physical, mental, or moral characteristics peculiar to the inmates of English prisons." And, what Dr. Goring insists upon is that conviction of crime is associated with constitutional rather than circumstantial conditions, and as these are heritable, the genesis of crime must to this extent be influenced by heredity; and the criminal diathesis, revealed by the tendency to crime, is affected by heredity to much the same extent as other physical and mental conditions in man." They, however, do not fail to point out that "This does not mean that a man is predestined to a criminal career by a tendency which he is unable to control. It only means that heritable constitutional conditions have hitherto prevailed in the making of criminals; which is to say, that variation of environment within the restricted limits examined . . . has not been sufficient, in the long run, to counteract or mask the force of inherited proclivity; which nevertheless is itself a force of varying intensity, and one which can be regulated, encouraged, or stultified by training and education, and example." The Commissioners, therefore, point out that "The principal lesson to be learned from this inquiry is that crime can be combated most effectively by segregation and supervision of the obviously unfit, i. e., by removing them to a more restricted sphere, where the stress and competitive conditions of modern existence are more flexible and less severe; and that tendency to crime can be defeated by personal service, having for its aim the raising of capacity, the strengthening of will-power, the teaching by example." And that "It is thus within the power of the State and of the individual worker to aid in the suppression of crime; of the former, by careful laws regulating the care and control of the unfit; of the latter, by entering into the lives and the homes of those who, in the absence of uplifting, and restraining, and inspiring influences, would, in obedience to some constitutional defect of mind or of body, inevitably follow the line of least resistance, and by failure to adapt themselves to social requirement, by a succession of anti-social acts, gradually decline to the low estate of what is known as the "criminal population." It is these men and women who fill our prisons, not because they are born to crime by atavistic propensity or inherited stigma, but because they are constitutionally *unadaptable* to their social environment, but in most cases, not so *unadaptable* that human effort cannot be successful in furnishing the means of

escape from a criminal career, at least in the case of the majority, who, if weak, can be made strong enough to bear the burden of life without drifting hopelessly down the easy current which leads to penal servitude, and to a wasted and dishonored life."

I have quoted these observations in full because they precisely illustrate the practical utility of qualified statistical research into the underlying conditions of crime and criminals throughout the world. The work by Goring is the first genuine contribution to the statistical study of the convict, and while, apparently, overemphasis is given to anthropometric details, the facts are required for a thorough understanding if any safe conclusions are ever to be arrived at. In the search for the truth of any problem it is best to leave out of consideration all preconceived ideas as regards the practical utility of any particular group or class of data, but to include in the tabulation all the measurable or determining evidences which have a bearing, or are likely to have a bearing, upon the problem as a whole. The investigation by Goring included the number and the class of the prisoner, the nationality, the residence, the asymmetry of the head and face, the face peculiarities, the shape of the forehead, eye-brows, eyes, nose, ears, hair, skin, lips, and palate. Social and economic data include the religion, the occupation, the standard of living, education, conjugal condition, age at time of marriage, children, the parents and their standard of living, habits, etc., age of the subject at the death of the parents, order of birth, nature of the family—whether criminal, insane, or diseased, penal period, remorse, alcoholic history, family history, tactile sensibility, general health, general appearance, temperament, temper, facility, facial expression, disposition, conduct, mental category and mental grade, physical defects and morbid conditions, apparent motive, initial factor, contributing factor, and the nature of the crime for which under punishment. The work by Goring should be made the subject of a thorough study on the part of everyone interested in crime and punishment, and most of all its prevention, and the reform of those who have fallen below the normal standard of social conduct. There would seem to be no practical reason why corresponding investigations at least should not be feasible in American prisons, where there is naturally a much more complex population under observation on account of the large variety of races and nationalities in the United States, and the ever-present problem of differences in language, manners, morals, laws and habits on the part of the American people confronting the alien from practically every country in the world.

The statistics of prisoners and juvenile delinquents as collected by the U. S. Bureau of the Census for the year 1910 have only been published in the form of general tables and without the required observations regarding the methods employed in their collection, tabulation and analysis. The earlier statistics of prisoners and juvenile delinquents in institutions, for the year 1904, issued by the Census Office in 1907, are of more interest in that the analysis preceding the statistical tables provide an adequate understanding of the method adopted in the collection of the data, which are made comparable with the returns collected by the census of 1890. The census returns, however, have only to do with statistics of prisoners and not with statistics of crime. Being limited to censal periods, or censal year, they do not provide a clear understanding of the problem of crime in the United States, in that they do not afford the means of determining the criminal tendencies of the population in the different sections, with a due regard to age, sex, and race, as well as the character or the nature of the offenses committed. The statistics are of value, but considering the great importance of crime as a social and economic problem, it would not seem to be going too far to insist that the subject should be made one of much more qualified, and thoroughly well considered, inquiry than has heretofore been the case. As a first step in this direction it would seem necessary to develop a public sentiment in favor of uniform judicial statistics, in conformity to the principles laid down in the English classification previously referred to, and subsequent thereto a persistent and well sustained demand should be made for more adequate statistics of crime, upon a uniform basis, as derived from the collective experience of American penal institutions, requiring them to report to some central authority or agency, perhaps the Secretary of the American Prison Association, whose office would seem best equipped for such a purpose. If this should not be feasible a plan might be worked out for the consideration of Congress to provide the necessary machinery for the collection of the facts through the census office, which alone would be in a position to obtain the required official returns by means of actual transcripts from judicial records, in much the same manner as copies of death certificates are now obtained by means of the voluntary co-operation on the part of the health authorities of the several states. It is of the first order of importance that the records or data should be collected annually, published promptly, and subjected to critical analysis and extended consideration on the part of those qualified to do so. To bring about this required reform in the perfection of American statistics of crime

and criminals may take years, but the effort will be well worth while in view of the great practical value of the results. There can be no question of doubt but that the conditions of lawlessness and delinquency in this country are alarming, and that the tendency is in the wrong direction. The best illustration in support of this conclusion is the statistics of deaths from homicides in American cities, which show a rate far in excess at the present time of the rate prevailing twenty years ago. There are also reasons for believing that the crime of arson is much more common in this country than in European countries, and there is thus conclusive evidence of the necessity for a nation-wide public interest in a thoroughly well-considered, scientific and largely statistical study of the problem of crime and criminals, and all that is more or less pertinent thereto.

The foregoing observations are submitted in place of a report on the part of the Committee, which has not had an opportunity to collectively consider the matter at all. It is to be hoped that the observations and suggestions will emphasize to American prison officials the duty of aiming, in their reports, at uniformity in the presentation of the facts upon the basis of some schedule yet to be agreed upon, but suitable for minimum requirements and adequate to the needs of the country at large.

APPENDIX A.

CLASSIFICATION OF CRIMES..

BOUVIER'S LAW DICTIONARY.

Offenses against the sovereignty of the State.

1. Treason.
2. Misprison of treason.

Offenses against the lives and persons of individuals.

1. Murder.
2. Manslaughter.
3. Attempts to murder or kill.
4. Mayhem.
5. Rape.
6. Robbery.
7. Kidnapping.
8. False imprisonment.
9. Abduction.
10. Assault and battery.
11. Abortion.
12. Cruelty to children.

Offenses against public property.

1. Burning or destroying public property.
2. Injury to the same.

Offenses against private property.

1. Arson.
2. Burglary.
3. Larceny.
4. Obtaining goods on false pretenses.
5. Embezzlement.
6. Malicious mischief.

Offenses against public justice.

1. Perjury.
2. Bribery.
3. Destroying public records.
4. Counterfeiting public seals.
5. Jail-Breach.
6. Escape.
7. Resistance to officers.
8. Obstructing legal process.
9. Barratry.
10. Maintenance.
11. Champerty.
12. Contempt of Court.
13. Oppression.
14. Extortion.
15. Suppression of evidence.
16. Compounding felony.
17. Misprison of felony.

Offenses against the public peace.

1. Challenging or accepting a challenge to a duel.
2. Unlawful assembly.
3. Rout.
4. Riot.
5. Breach of the peace.
6. Libel.

Offenses against chastity.

1. Sodomy.
2. Bestiality.

3. Adultery.
4. Incest.
5. Bigamy.
6. Seduction.
7. Fornication.
8. Lascivious carriage.
9. Keeping or frequenting house of ill-fame.

Offenses against public policy.

1. False currency.
2. Lotteries.
3. Gambling.
4. Immoral shows.
5. Violations of the right of suffrage.
6. Destruction of game, fish, etc.
7. Nuisance.

Offenses against the currency, and public and private securities.

1. Forgery.
2. Counterfeiting.
3. Passing counterfeit money.

Offenses against religion, decency, and morality.

1. Blasphemy.
2. Profanity.
3. Sabbath-breaking.
4. Obscenity.
5. Cruelty to animals.
6. Drunkenness.
7. Promoting intemperance.

Offenses against the public, individuals, or their property.

1. Conspiracy.

APPENDIX B.

INDICTABLE OFFENSES CLASSIFIED ACCORDING TO THEIR NATURE, AS USED IN THE CRIMINAL STATISTICS OF ENGLAND AND WALES, 1912.

CLASS I—Offenses against the Person.

1. Murder.
2. Attempt to murder.
3. Threats or conspiracy to murder.

4. Manslaughter.
5. Felonious wounding.
6. Endangering railway passengers.
7. Endangering life at sea.
8. Malicious wounding (misdemeanors).
9. Assault.
10. Intimidation and molestation.
11. Cruelty to children.
12. Abandoning children under two years.
13. Child stealing.
14. Procuring abortion.
15. Concealment of birth.
16. Unnatural offenses.
17. Attempts to commit unnatural offenses.
18. Indecency with males.
19. Rape.
20. Indecent assaults on females.
21. Defilement of girls under 13.
22. Defilement of girls under 16.
23. Incest.
24. Procuration.
25. Abduction.
26. Bigamy.

CLASS II—Offenses against property with violence.

27. Sacrilege.
28. Burglary.
29. Housebreaking.
30. Shopbreaking.
31. Attempts to break into houses, shops, etc.
32. Entering with intent to commit felony.
33. Possession of housebreaking tools, etc.
34. Robbery.
35. Extortion by threats to accuse.
36. Extortion by other threats.

CLASS III—Offenses against property without violence.

37. Larceny of horses and cattle.
38. Larceny from the person.
39. Larceny in house.
40. Larceny by a servant.

41. Embezzlement.
42. Larceny of post letters.
43. Other aggravated larcenies.
44. Simple larceny and minor larcenies.
45. Obtaining by false pretenses.
46. Frauds by agents, etc.
47. Falsifying accounts.
48. Other frauds.
49. Receiving stolen goods.
50. Offenses in bankruptcy.

CLASS IV—Malicious injuries to property.

51. Arson.
52. Setting fire to crops, etc.
53. Killing and maiming cattle.
54. Malicious use, etc., of explosives.
55. Destroying ships.
56. Destroying railways.
57. Destroying trees and shrubs.
58. Other malicious injuries.

CLASS V—Forgery and offenses against the currency.

59. Forgery and uttering (felony).
60. Forgery (misdemeanor).
61. Coining.
62. Uttering counterfeit coin.

CLASS VI—Other offenses not included in the above classes.

- | | |
|------------------|---------------------------------|
| | 63. High treason. |
| Offenses against | 64. Treason felony. |
| the State and | 65. Riot. |
| Public order. | 66. Unlawful assembly. |
| | 67. Other offenses. |
| | 68. Extortion by officers, etc. |
| Offenses against | 69. Bribery, etc. |
| Public justice. | 70. Perjury. |
| | 71. Escape and rescue. |
| | 72. Other offenses. |
| Offenses against | 73. Blasphemy, etc. |
| Religion. | |

- | | |
|-------------------------------------|------------------|
| Offenses against | 74. Piracy. |
| Law of Nations. | 75. Slave trade. |
| 76. Libel. | |
| 77. Poaching. | |
| 78. Indecent exposure. | |
| 79. Keeping disorderly houses. | |
| 80. Other nuisances. | |
| 81. Habitual drunkenness. | |
| 82. Suicide (attempting to commit). | |
| 83. Other misdemeanors. | |